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Economic and Social Council

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Commission on Sustainable Development acting as the preparatory committee for the World Summit on Sustainable Development
Second preparatory session
28 January-8 February 2002

Contribution from the Intergovernmental Oceanographic Commission of the United Nations Educational, Scientific and Cultural Organization to the World Summit on Sustainable Development

Note by the Secretariat

The Secretariat has the honour to transmit to the Commission on Sustainable Development acting as the preparatory committee for the World Summit on Sustainable Development the contribution to the Summit from the Intergovernmental Oceanographic Commission of the United Nations Educational, Scientific and Cultural Organization.

02-21529 (E) 180102

PREPARATION FOR THE 2002 WORLD SUMMIT ON SUSTAINABLE DEVELOPMENT (WSSD)

The Executive Council,

Recalling the Assembly Resolution XXI-3, that decided to convene this Extraordinary Session of the Executive Council,

Recognizing the rationale and objectives contained in Resolution XXI-3 for preparing a declaration from the IOC Member States to the WSSD emphasizing the role of the ocean in the global environment,

Noting the United Nations General Assembly Resolution A/56/L17 on Oceans and the Law of the Sea,

Further noting the deliberations and outcomes of the Global Conference on Oceans and Coasts at Rio+10, Paris, 3-7 December 2001,

Instructs the IOC Executive Secretary to finalize the supporting document entitled *Sustainable Development and the Intergovernmental Oceanographic Commission of UNESCO*, to be submitted to the WSSD as amended by the Executive Council;

Instructs the IOC Executive Secretary to forward both documents to the WSSD Preparatory Committee for onward transmittal to the World Summit, at the earliest opportunity;

Further instructs the Executive Secretary to convey these documents to the IOC Member States and relevant UN agencies and international organizations;

Urges Member States to support the IOC Declaration in their own preparation and statements for the WSSD;

Invites the Director-General of UNESCO to assist the IOC in its efforts to raise the awareness of the importance of the ocean, and to further assist in promoting the IOC Declaration through the WSSD process.

Annex to Resolution EC-Ext. 1.1

Declaration by the Intergovernmental Oceanographic Commission of UNESCO to the World Summit on Sustainable Development

The world oceans and their adjacent seas, and the living and non-living resources they contain, are a necessary element for the survival of life as we now know it. The sustainability of the air we breathe, the water we drink, the food we eat and the climate in which we live is dependent upon the oceans. The oceans also provide for the cultural, social and economic well being of people. It is the oceans that make life on earth uniquely sustainable within the solar system. **Sustainable development is highly dependent on the wise management of the oceans and coasts based on scientific knowledge.**

global issues. Government co-operation at global and regional levels is necessary. We need strong global and regional institutions to support this, and to bring science and policy makers together. The countries whose economies and social structures depend on the ocean must be able to address local problems. For this it is essential that we build the capacity of all countries.

Governments placed the protection and preservation of the oceans and their resources at a high level of priority in Agenda 21 of UNCED.

As the sole UN organization specialised in ocean science and services, the Intergovernmental Oceanographic Commission of UNESCO has **many notable achievements over the last decade in support of UNCED:**

- support of research into ocean climate and long-term weather variations in co-operation with the World Climate Research Program which allows early forecasting of El Nino events, such as happened in 1997/98;

- the Global Ocean Observing System (GOOS) has been initiated in concert with companion UN agencies and ICSU, with an initial focus on the open ocean and a fast developing parallel focus on monitoring and forecasting in coastal seas;

- improved systems for exchange and availability of ocean data and information;

- a programme on Integrated Coastal Area Management is focusing attention on many of the high priority environmental problems in coastal areas;

- better knowledge of ocean features, processes and the impacts of human actions on the state of the marine environment;

- strengthened regional mechanisms in ocean sciences and in the capacity of developing countries in marine research and services;

- leadership of the UN 1998 International Year of the Ocean;

- substantial contribution to the UN Ocean Informal Consultative Process.

Much has been achieved. Much remains to be done over the coming years. **The Intergovernmental Oceanographic Commission affirms its will to:**

- act as a focal point to encourage interactions in marine science and observations across relevant bodies of the UN system and other organizations;

- further develop partnership in capacity building in marine science and services at regional and national levels, particularly with developing countries and taking also into account the African Process;

- develop GOOS as an operational system;

- promote the development and implementation of programmes on Integrated Coastal Area Management;

periodic reporting on the state of the oceans;

- promote the use of scientific knowledge for management decisions and policy making and facilitate access to this knowledge;

- work to increase public awareness of the importance of the oceans and coasts for sustainable development and the future of humanity.

The Member States of **the Intergovernmental Oceanographic Commission ask that the WSSD** reaffirm the importance of the oceans for sustainable development; promotes the IOC as the key marine science body of the UN; and encourages governments and funding organizations to provide the resources necessary to implement IOC priorities, including support for IOC activities for marine science capacity building in developing countries.

INTERGOVERNMENTAL OCEANOGRAPHIC COMMISSION
(of UNESCO)
Member States of the Commission (129)
(as of 10 July 2001)

AFGHANISTAN	(11 March	1991)
ALBANIA	(26 January	1993)
ALGERIA	(Jul 1964/Nov	1965)
ANGOLA	(26 October	1982)
* ARGENTINA	(Before November	1961)
* AUSTRALIA	(Before November	1961)
AUSTRIA	(Oct 1962/Jun	1964)
AZERBAIJAN	527 January	1998)
BAHAMAS	(29 January	1979)
BANGLADESH	(29 October	1982)
BARBADOS	(18 December	1985)
* BELGIUM	(Before November	1961)
BELIZE	(22 September	1995)
BENIN	(23 October	1986)
* BRAZIL	(Before November	1961)
BULGARIA	(Oct 1967/Dec	1969)
CAMEROON	(Nov 1971/Nov	1973)
* CANADA	(Before November	1961)
CAPE VERDE	(20 August	1984)
* CHILE	(Before November	1961)
* CHINA	(Before November	1961)
* COLOMBIA	(Oct 1967/Dec	1969)
COMOROS	(08 February	2000)
CONGO	(Nov 1961/Sep	1962)
* COSTA RICA	(28 February	1975)
CÔTE D'IVOIRE	(Before November	1961)
CROATIA	(24 December	1992)
* CUBA	(Before November	1961)
CYPRUS	(05 December	1977)
DEMOCRATIC PEOPLE'S REPUBLIC OF KOREA	(31 October	1978)
DENMARK	(Before November	1961)
DOMINICA	(21 September	1999)
DOMINICAN REPUBLIC	(Before November	1961)
ECUADOR	(Before November	1961)
* EGYPT	(Oct 1969/Nov	1971)
EL SALVADOR	(16 February	1993)
ERITREA	(12 November	1993)
ESTONIA	(10 March	1992)
ETHIOPIA	(05 March	1976)
FIJI	(09 July	1974)
* FINLAND	(Before November	1961)
* FRANCE	(Before November	1961)
GABON	(26 October	1977)
GAMBIA	(30 August	1985)
GEORGIA	(09 July	1993)
* GERMANY	(Before November	1961)
* GHANA	(Before November	1961)
GREECE	(Oct 1962/Jun	1964)
GUATEMALA	(Dec 1965/Oct	1967)
GUINEA	(01 May	1982)
GUINEA-BISSAU	(26 January	1984)
GUYANA	(20 July	1977)
HAITI	(23 March	1976)
ICELAND	(Oct 1962/Jun	1964)
* INDIA	(Before November	1961)
* INDONESIA	(Oct 1962/Jun	1964)
* IRAN, Islamic Republic of	(03 June	1975)
IRAQ	(Oct 1969/Nov	1971)
IRELAND	(07 November	1978)
ISRAEL	(Before November	1961)
* ITALY	(Before November	1961)
* JAMAICA	(Oct 1967/Dec	1969)
* JAPAN	(Before November	1961)
JORDAN	(06 April	1975)
* KENYA	(Nov 1971/Nov	1973)
KUWAIT	(13 November	1974)
LEBANON	(Oct 1962/Jun	1964)
LIBYAN ARAB JAMAHIRIYA	(11 March	1974)
MADAGASCAR	(Dec 1965/Oct	1967)
MALAYSIA	(Jul 1964/Nov	1965)
MALDIVES	(20 May	1987)
MALTA	(Oct 1969/Nov	1971)
MAURITANIA	(Before November	1961)
MAURITIUS	(Oct 1969/Nov	1971)
* MEXICO	(Before November	1961)
MONACO	(Before November	1961)
* MOROCCO	(Before November	1961)
* MOZAMBIQUE	(08 April	1981)
MYANMAR	(07 June	1988)
NAMIBIA	(25 April	2001)
NETHERLANDS	(Before November	1961)
NEW ZEALAND	(Nov 1961/Sep	1962)
NICARAGUA	(17 November	1977)
* NIGERIA	(Nov 1971/Nov	1973)
NORWAY	(Before November	1961)
OMAN	(16 November	1982)
PAKISTAN	(Before November	1961)
PANAMA	(Oct 1967/Sep	1969)
* PERU	(Dec 1965/Oct	1967)
* PHILIPPINES	(Oct 62/Jun	1964)
POLAND	(Before November	1961)
* PORTUGAL	(Oct 1969/Nov	1971)
QATAR	(20 July	1976)
* REPUBLIC OF KOREA	(Before November	1961)
ROMANIA	(Before November	1961)
* RUSSIAN FEDERATION	(Before Nov	1961)
SAINT LUCIA	(14 September	1992)
SAMOA	(10 April	1978)
SAUDI ARABIA	(14 June	1978)
* SENEGAL	(Oct 1967/Sep	1969)
SEYCHELLES	(27 February	1979)
SIERRA LEONE	(19 April	1974)
SINGAPORE	(Dec 1965/Oct	1967)
SLOVENIA	(16 June	1994)
SOLOMON ISLANDS	(11 May	1982)
SOMALIA	(10 July	1974)
* SOUTH AFRICA	(Oct 1967/Sep	1969)
* SPAIN	(Before Nov	1961)
SRI LANKA	(Jun 76/Jan	1977)
SUDAN	(26 August	1974)
SURINAME	(21 January	1977)
SWEDEN	(Jul 1964/Nov	1965)
SWITZERLAND	(Before Nov	1961)
SYRIAN ARAB REPUBLIC	(Oct 1969/Nov	1971)
THAILAND	(Before Nov	1961)
TOGO	(22 October	1975)
TONGA	(03 January	1974)
TRINIDAD & TOBAGO	(Oct 1967/Sep	1969)
TUNISIA	(Before Nov	1961)
*TURKEY	(Nov 1961/Sep	1962)
* UKRAINE	(Nov 1961/Sep	1962)
UNITED ARAB EMIRATES	(02 June	1976)
* UNITED KINGDOM OF GREAT BRITAIN & NORTHERN IRELAND	(Before Nov	1961)
*UNITED REPUBLIC OF TANZANIA	(Oct 1967/Sep	1969)
* UNITED STATES OF AMERICA	(Before Nov	1961)
URUGUAY	(Before Nov	1961)
VENEZUELA	(Oct 1962/Jun	1964)
* VIET NAM	(Before Nov	1961)
YEMEN	(22 May	1960)

MEMBERS OF THE EXECUTIVE COUNCIL ARE INDICATED WITH AN ASTERISK *

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Commission on Sustainable Development acting as the preparatory committee for the World Summit on Sustainable Development
Second preparatory session
28 January-8 February 2002

Contribution to the Summit from the Subsidiary Body on Scientific, Technical and Technological Advice of the United Nations Convention on Biological Diversity at its seventh meeting

Note by the Secretariat

1. At the request of the Executive Secretary of the Convention on Biological Diversity, the Secretariat transmits herewith to the Commission on Sustainable Development acting as the preparatory committee for the World Summit on Sustainable Development for information recommendation VII/5 adopted by the Subsidiary Body on Scientific, Technical and Technological Advice of the Convention on Biological Diversity on its seventh meeting, as well as the report of the Workshop on Biological Diversity and Tourism, the annex to which contains elements for guidelines on biodiversity and tourism.

02-21667 (E) 250102

Annex

VII/5. Sustainable tourism[1]

The Subsidiary Body on Scientific, Technical and Technological Advice

Recalling paragraph 6 of decision V/25, which requests the Subsidiary Body on Scientific, Technical and Technological Advice to transmit its findings on sustainable tourism development through the Executive Secretary to the Commission on Sustainable Development at its tenth session,

Noting the results of the Workshop on Biological Diversity and Tourism held in Santo Domingo (UNEP/CBD/WS-Tourism/4 and UNEP/CBD/SBSTTA/7/5, annexes I and II) containing elements for guidelines for activities related to sustainable tourism development in vulnerable terrestrial, marine and coastal ecosystems and habitats of major importance for biological diversity and protected areas, including fragile riparian and mountain ecosystems,

Requests the Executive Secretary:

(a) To transmit the elements for guidelines on biological diversity and tourism contained in the annex to the report of the Workshop to the Commission on Sustainable Development serving as the Preparatory Committee for the World Summit on Sustainable Development for consideration at its second meeting, to be held in New York from 28 January to 8 February 2002;

(b) To invite the Commission on Sustainable Development to report back to the Conference of the Parties at its sixth meeting on the results of its second meeting serving as the Preparatory Committee for the World Summit on Sustainable Development;

(c) To submit the elements for guidelines to the preparatory process for the World Summit on Ecotourism to be held in Quebec City, in May 2002;

(d) To present these elements for the consideration of the Subsidiary Body on Scientific, Technical and Technological Advice at a meeting prior to the seventh meeting of the Conference of the Parties;

(e) To organize an electronic consultation inviting further reactions to the text.

[1] Recommendation adopted by the Subsidiary Body on Scientific, Technical and Technological Advice at its seventh meeting (UNEP/CBD/COP/6/4).

REPORT OF THE WORKSHOP ON BIOLOGICAL DIVERSITY AND TOURISM[2]

INTRODUCTION

A. Background

1. In paragraph 2 of its decision V/25, adopted at its fifth meeting, in May 2000, the Conference of the Parties to the Convention on Biological Diversity accepted "the invitation to participate in the international work programme on sustainable tourism development under the Commission on Sustainable Development process with regard to biological diversity, in particular, with a view to contributing to international guidelines for activities related to sustainable tourism development in vulnerable terrestrial, marine and coastal ecosystems and habitats of major importance for biological diversity and protected areas, including fragile riparian and mountain ecosystems, bearing in mind the need for such guidelines to apply to activities both within and outside protected areas, and taking into account existing guidelines".

2. The Conference of the Parties further "requested the Executive Secretary to prepare a proposal for the contribution on guidelines, for example by convening an international workshop".

3. In response to that request, the Executive Secretary convened the Workshop on Biological Diversity and Tourism in Santo Domingo from 4 to 7 June 2001 at the kind invitation of the Government of the Dominican Republic and with financial support provided by the Governments of Germany and Belgium. The purpose of the Workshop was to develop the draft international guidelines contemplated in decision V/25, paragraph 2.

B. Attendance

4. Participants in the Workshop were selected among government-nominated experts from each geographic region with a view to achieving a balanced regional distribution. In addition, representatives of competent intergovernmental and non-governmental organizations, as well as stakeholders were invited to participate as observers.

5. The Workshop was attended by experts nominated by the following Governments: Argentina, Austria, Barbados, Belarus, Belgium, China, Colombia, Costa Rica, Croatia, Czech Republic, Dominican Republic, Gambia, Georgia, Germany, Lebanon, Mexico, Netherlands, Pakistan, Philippines, Peru, Poland, Portugal, Russian Federation, Seychelles, Spain, Togo, Tunisia.

6. Representatives of the following intergovernmental and non-governmental organizations and other stakeholders participated in the Workshop as observers:

(a) *Intergovernmental organizations*: United Nations Environment Programme (UNEP), United Nations Educational, Scientific and Cultural Organization (UNESCO).

(b) *Non-governmental organizations and other stakeholders*: CSD NGO Network, Ecological Tourism in Europe, International People's Biodiversity Network, International Support Centre for Sustainable Tourism, Latina Abya Yala, Rethinking Tourism Project, TUI Group/Preussag Ag, World Wide Fund for Nature International.

[2] Originally issued under the symbol UNEP/CBD/WS-Tourism/4.

ITEM 1. OPENING OF THE MEETING

7. The Workshop was opened by Mr. Olivier Jalbert, Principal Officer, Division of Social, Economic and Legal Affairs, Secretariat of the Convention on Biological Diversity, on behalf of the Executive Secretary of the Convention on Biological Diversity, at 10 a.m. on Monday, 4 June 2001.

8. Introductory remarks were made by Mr. Olivier Jalbert, on behalf of the Executive Secretary of the Convention on Biological Diversity; Mr. Jens Bruggemann, on behalf of the Government of Germany; and, on behalf of the host Government, Mr. Frank Moya Pons, Minister of the Environment and Natural Resources, and H.E. Mr. Hipolito Mejia, President of the Dominican Republic.

9. Mr. Jalbert said that Workshop represented an important milestone in the work of the Convention on the issue of tourism. At its fifth meeting, the Conference of the Parties had called for the development of guidelines for activities related to sustainable tourism development in vulnerable ecosystems. Participants were invited to develop draft guidelines that would assist Governments in developing and managing tourism while achieving the objectives of the Convention with respect to conservation and sustainable use of biological diversity. The draft guidelines should provide practical and concrete guidance for tourism development and management, aimed at government officials as well as stakeholders.

10. Mr. Bruggemann said that an existing sound environment and the conservation of biodiversity were essential for tourist destinations. As one of the main tourism-generating countries, Germany felt a responsibility to support international processes leading to the realization of tourism based on the principles of sustainable development. He thanked the Government of the Dominican Republic for offering to host the Workshop.

11. Mr. Moya Pons welcomed the participants and noted that the following day, 5 June, would be World Environment Day and that the opening of the Workshop coincided with the beginning of Environment Week in the Dominican Republic. The Workshop was the first activity of the week. The meeting also coincided with the efforts made by the Government of the Dominican Republic to strengthen environmental awareness. The Dominican economy had been changing dramatically in the past three or four decades. It used to depend on three or four commodities, but was now a service economy based on free-trade zones and tourism. He strongly believed that the Dominican Republic had an enormous potential for sustainable tourism development for future generations. Its biological diversity was among the richest in the world. However, most people were not informed about that richness and ignored its value. The Government wanted to take a step forward by offering something that gave the Dominican Republic a competitive advantage. The country's biological diversity represented such an advantage. He firmly believed that only sustainable tourism constituted a safe way to the future.

12. In his statement, President Mejia welcomed participants and said that the Dominican Republic was very pleased to host this meeting that will focus on two very important issues on the national agenda: tourism and the environment, particularly biological diversity. The President added that the first legislation adopted by his Government was that establishing of the Ministry for the Environment and Natural Resources, an indication of the importance his Government attached to the environment. It was important for the people of his country to create a new and positive relationship with the environment. The President was conscious of the fundamental importance of sustainable tourism to his country's economy. He understood that the country had a wide variety of natural resources that must be preserved for future generations that, in the long term, would constitute the basis for sustainable tourism.

ITEM 2. ORGANIZATIONAL MATTERS

2.1. Officers

13. At the opening session of the Workshop, on 4 June 2001, participants elected the following officers for the meeting:

Chair: Mr. Julio Cesar Urena (Dominican Republic)
Rapporteur: Mr. Christian Baumgartner (Austria)

2.2. Adoption of the agenda

14. The Workshop adopted the following agenda on the basis of the provisional agenda that had been circulated as document UNEP/CBD/WS-Tourism/1:

1. Opening of the meeting.
2. Organizational matters:
   - 2.1. Election of officers;
   - 2.2. Adoption of the agenda;
   - 2.3. Organization of work.
3. Guidelines for activities related to sustainable tourism development in vulnerable terrestrial, marine and coastal and mountain ecosystems.
4. Other matters.
5. Adoption of the report.
6. Closure of the meeting.

2.3. Organization of work

15. At its opening meeting, the Workshop decided to establish four working groups that would work in parallel on the basis of the framework provided in the note by the Executive Secretary entitled "Framework for the development of guidelines for activities related to sustainable tourism development and biological diversity in vulnerable terrestrial, marine and mountain ecosystems" (UNEP/CBD/WS-Tourism/2). A plenary meeting would be held at the end of each day to review the work of the working groups and the last day would be devoted to a plenary meeting to review the final report.

16. The following participants were designated as coordinators of the working groups:

- Mr. Steve Devonish (Barbados)
- Mr. Jan Stursa (Czech Republic)
- Dr. Mohammed Mumtaz Malik (Pakistan)
- Mr. Richard Denman (WWF)

ITEM 3. GUIDELINES FOR ACTIVITIES RELATED TO SUSTAINABLE TOURISM DEVELOPMENT IN VULNERABLE TERRESTRIAL, MARINE AND COASTAL AND MOUNTAIN ECOSYSTEMS

17. The Workshop took up agenda item 3 at the 1st session of the meeting, on 4 June 2001. In addressing the item, the Workshop had before it the note by the Executive Secretary entitled "Framework for the development of guidelines for activities related to sustainable tourism development and biological diversity in vulnerable terrestrial, marine and mountain ecosystems" (UNEP/CBD/WS-Tourism/2) and a note by the Executive Secretary providing an overview of tourism and biodiversity issues, and appropriate management approaches. It also had before it, for information purposes, a compilation and analysis of existing codes, guidelines, principles and position papers on sustainable tourism (UNEP/CBD/WS-Tourism/INF/1)

18. Introducing the item, the representative of the Secretariat said that documents provided a framework that working groups might wish to use as a basis for their work. In response to queries from participants, he indicated that they could use concepts developed in other documents relevant to the subject-matter, such as the Berlin Declaration, the UNEP guidelines for sustainable tourism, declarations by indigenous and local populations, etc. Participants were, however, invited to operationalize those concepts by preparing a set of practical guidelines relating to the development and management of tourism that could be adapted to the particular circumstances of various countries. Participants were invited to work on the basis of the framework provided in document UNEP/CBD/WS-Tourism/2.

19. At the 2nd plenary session, on 4 June, participants discussed the work of the four working groups on the basis of reports by the coordinators.

20. At the 3rd and 4th plenary sessions, on 5 and 6 June, participants reviewed the work under way in each of the working groups.

21. At the 5th plenary session, on 7 June, the participants took up the consolidated draft guidelines compiled by the Secretariat in the basis of the reports of the working groups.

22. At the 6th plenary session, on 7 June, following detailed discussions, the draft guidelines were adopted by consensus. The text of the draft guidelines is attached as annex I to the present report.

23. The participants also made several recommendations concerning the future use of the draft guidelines. These recommendations are set out in annex II below.

24. During the discussion of the draft guidelines, one participant requested clarification regarding the reference on page 12 of document UNEP/CBD/WS-Tourism/2 to draft guidelines for the conduct of tourism in territories traditionally occupied or used by indigenous and local communities, which were currently being developed by the Secretariat.

25. In response, the representative of the Secretariat explained that, as part of the preparatory process for the second meeting of the Ad Hoc Open-ended Working Group on Article 8(j) and Related Provisions of the Convention on Biological Diversity, the Secretariat was preparing a background document on guidelines for the conduct of cultural, environmental and social impact assessments regarding any development proposed to take place on sacred sites and on lands or waters occupied or used by indigenous and local communities, based on contributions received from Parties and stakeholders.

ITEM 4. OTHER MATTERS

26. There were no other matters.

ITEM 5. ADOPTION OF THE REPORT

27. The present report was adopted at the 6th session of the Workshop, on 7 June 2001, on the basis of the draft report prepared and presented by the Rapporteur (UNEP/CBD/WS-Tourism/L.1).

ITEM 6. CLOSURE OF THE MEETING

28. Following the customary exchange of courtesies, the Workshop was closed at [*to be completed*] on Thursday, 7 June 2001.

Annex I

DRAFT INTERNATIONAL GUIDELINES FOR ACTIVITIES RELATED TO SUSTAINABLE TOURISM DEVELOPMENT IN VULNERABLE TERRESTRIAL, MARINE AND COASTAL ECOSYSTEMS AND HABITATS OF MAJOR IMPORTANCE FOR BIOLOGICAL DIVERSITY AND PROTECTED AREAS, INCLUDING FRAGILE RIPARIAN AND MOUNTAIN ECOSYSTEMS

The Workshop on Biological Diversity and Tourism,

Mindful of decision V/25 of the Conference of the Parties to the Convention on Biological Diversity, adopted at Nairobi in May 2000, in which the Conference of the Parties, *inter alia*, decided to contribute to the international work programme on sustainable tourism development under the Commission on Sustainable Development process with regard to biological diversity, in particular, with a view to contributing to international guidelines for activities related to sustainable tourism development in vulnerable terrestrial, marine and coastal ecosystems and habitats of major importance for biological diversity and protected areas, including fragile riparian and mountain ecosystems, bearing in mind the need for such guidelines to apply to activities both within and outside protected areas, and taking into account existing guidelines,

Considering the need to ensure that tourism is developed and managed in a manner that is consistent with, and supportive of, the objectives of the Convention on Biological Diversity with regard to the conservation of biological diversity and the sustainable use of its components, as well the basic concepts underlying the implementation of the Convention, such as the ecosystem approach and the sustainable use of biological resources, as well as guidelines concerning the respect, preservation and maintenance of knowledge, innovations and practices of indigenous and local communities for their well-being and survival,

Considering the need for the benefits of tourism to be shared in a fair and equitable manner with indigenous and local communities involved in, or affected by, tourism development, and which therefore share in the costs of such development,

Mindful also of the Programme of Action for Sustainable Tourism in Small Island Developing States, and *recognizing* that islands are particularly vulnerable to the impacts of tourism,

Conscious of existing codes, guidelines and principles concerning sustainable tourism, including the Principles for the Implementation of Sustainable Tourism of the United Nations Environment Programme and Global Code of Ethics for Tourism of the World Tourism Organization – WTO/OMT, and of the need to provide an integrated technical and practical approach to the development and management of sustainable tourism and biological diversity based on these existing principles,

Wishing to develop a set of guidelines to ensure compatibility with all other instruments already agreed internationally, that will provide technical guidance to policy makers, decision makers and managers with responsibilities in the fields of tourism and biodiversity, whether in national or local governments, as well as to the various stakeholders, to apply the provisions of the Convention on Biological Diversity in the development and management of tourism,

Urging that financial means to support implementation of these draft guidelines be made available,

Have agreed on the following draft guidelines:

A. Scope

1. The guidelines cover all forms and activities of tourism, which should all come under the framework of sustainable development, in all geographic regions. These include, but are not limited to, conventional mass tourism, ecotourism, nature- and culture-based tourism, cruise tourism, leisure and sports tourism.

B. Management process steps

2. The management process needs to be undertaken through a multi-stakeholder process. Governments will normally coordinate this process at national level. This process may also be undertaken at more local levels by local government, and by communities at community level.

3. The management process comprises the following steps for management of sustainable tourism and biodiversity:

(a) Baseline information and review;

(b) Vision and goals;

(c) Objectives;

(d) Review of legislation and control measures;

(e) Impact assessment;

(f) Impact management;

(g) Decision making;

(h) Implementation;

(i) Monitoring;

(j) Adaptive management.

4. The management process would primarily be managed by Governments, with inputs from and involvement of other relevant stakeholders as appropriate to each step. Information will need to be provided by all stakeholders. Throughout the management process, it is important for Governments to consult with and involve all relevant stakeholders, and especially to ensure strong involvement of indigenous and local communities throughout the management process, including in decision-making on use of biodiversity resources, and their participation in tourism. In addition, those responsible for tourism development and activities are encouraged to themselves consult with and involve all relevant stakeholders, and especially those who are or may be affected by such developments and activities.

5. In addition to the management process, the notification process sets out the requirements for proposers of tourism developments to notify relevant authorities of their plans, and to request permission from those authorities to undertake proposed developments. It provides a link between proposals for specific projects and the overall management process, particular in relation to its impact assessment and decision making steps.

6. The guidelines also include guidance on public education and awareness-raising, and capacity-building in relation to their implementation.

Institutions

7. In order to ensure coordination between the highest levels of decision-making in government departments and agencies concerned with management of biological diversity and tourism, interdepartmental and inter-organizational structures and processes should be established, if they do not already exist, to guide policy development and implementation. There is a need to improve awareness and exchange of knowledge between those responsible for tourism and for nature conservation at a national, subnational and local level. An agreed common approach to the relationship between tourism and biological diversity should be included in all plans for both sectors.

8. A consultative process should be established to ensure ongoing and effective dialogue and information sharing with stakeholders, as well as to resolve conflicts that might arise in relation to tourism and biological diversity.

9. To assist in this, a commission based on multi-stakeholder participation could be established including government departments, the tourism sector, non-governmental organizations, indigenous and local communities and other stakeholders, to ensure their engagement and full participation in the whole process, and encourage the establishment of partnerships.

10. The institutional arrangements should provide for the involvement of all stakeholders at all levels and in all phases of the management process described in these guidelines.

11. International institutions and development agencies should take these guidelines into account in their policies, programmes and activities, and support their implementation, especially in developing countries; and should encourage the exchange of experiences and lessons learned concerning their implementation.

12. It may be necessary to establish a mechanism to ensure the availability of adequate resources for maintaining biodiversity and promoting sustainable tourism, and to review funding policies.

13. National biodiversity strategies and action plans (NBSAP) should include consideration of tourism issues, and tourism plans should likewise include full consideration of biodiversity issues.

1. Baseline information and review

14. Baseline information is necessary to enable informed decisions to be taken on any issue. A minimum of baseline information is needed to enable impact assessment and decision-making, and it is recommended that its compilation should follow the ecosystem approach.

15. For tourism and biodiversity, the baseline information could include information, as appropriate, on:

(a) Current economic, social and environmental conditions at national and local level, including current and planned tourism development and activities and their overall positive and negative impacts, as well as development and activities in other sectors;

(b) Structure and trends within the tourism sector, tourism policy and tourism markets and trends, at national, regional and international level, including information based on market research as necessary;

(c) Environmental and biodiversity resources, including any special features and sites of particular importance, and identifying those resources that may be off-bounds to development due to their particular fragility;

(d) Culturally sensitive areas;

(e) Benefits from, and costs of, tourism to local communities;

(f) Information on damage done to the environment in the past;

(g) National biodiversity strategies, action plans and reports;

(h) National, subnational and local sustainable-development plans;

(i) Information for consideration as part of baseline information includes traditional knowledge as well as scientific information.

16. The adequacy of the baseline information available will need to be reviewed, and where necessary, further research and information gathering can be undertaken to fill gaps that may be identified.

17. All relevant stakeholders may contribute relevant information to this process, including biodiversity managers and indigenous and local communities. There is a need for capacity-building and training to assist stakeholders in accessing, analysing and interpreting baseline information

18. Collation and synthesis of information provided, will need to be undertaken by an appropriately qualified team, drawing on a range of expertise, including expertise in tourism and in biodiversity issues, and in traditional knowledge and innovation systems. Typically, this would be undertaken by Governments.

19. In order to ensure that all relevant information, its credibility and reliability, are considered, all stakeholders should be involved in review of the collated baseline information available, and in the synthesis of this information.

20. Baseline information could as appropriate, be made available in a visual manner, for example, through use of maps and geographical information systems.

21. The baseline information gathering and review process should make full use of the clearing-house mechanism under the Convention on Biological Diversity, as well as of relevant networks such as the World Network of Biosphere Reserves, World Heritage sites and Ramsar sites.

22. Requirements for site-specific information in relation to proposals for tourism development and activities at particular locations are set out in the notification process described in these guidelines, and it is recommended that its compilation should follow the ecosystem approach. To enable impact assessment and decision making, the minimum of information needed should include:

(a) Site-specific aspects:

(i) The various laws and regulations that may be applicable to the specific site, including overviews of:

- Existing laws at local, subnational and national levels;
- Existing uses and customs and traditions;
- Relevant regional and international conventions or agreements and their status, and cross-boundary agreements or memoranda of understanding (MoUs);

(ii) Identification of various stakeholders involved in or potentially affected by the proposed project - including stakeholders in governmental, non-governmental, and private sectors, and local communities - along with details concerning their participation in and/or consultation on the proposed project during its design, planning, construction and operation;

(b) Ecological aspects:

(i) Detailed indication of the protected areas;

(ii) Specifications on the ecosystems, habitats, species;

(iii) Quantitative and qualitative information on the loss of habitats and species: main reasons, trends;

(iv) Indexing of species;

(c) Development aspects:

(v) Summary of the proposed project, why and by whom it is proposed, estimated outcomes and possible impacts (including impacts on the surrounding areas and transboundary impacts), and quantitative and qualitative data on these aspects;

(vi) Description of the stages of development and the various structures and stakeholders that may be involved at each stage.

2. Vision and goals

23. An overall vision and goals for sustainable tourism development in harmony with the main goals and objectives of the Convention on Biological Diversity with respect to biodiversity conservation and sustainable use, is important for the effective management of tourism and biodiversity, and for ensuring that this also contributes to poverty alleviation. The vision and goals take into account, as appropriate, national and regional sustainable development plans for economic and social development and for land-use, as well as the baseline information and review. It is important to involve and meaningfully consult with all relevant stakeholders, and especially including indigenous and local communities that are or may be affected by tourism development, in the process for setting the overall vision and goals.

24. The main vision and goals are established to seek to maximise the positive benefits of tourism on biodiversity, ecosystems, and economic and social development, and of biodiversity to tourism, while minimising negative social and environmental impacts from tourism, and can cover, *inter alia*:

(a) Maintenance of the structure and functioning of ecosystems;

(b) Sustainable tourism compatible with biodiversity conservation and sustainable use;

(c) Fair and equitable sharing of benefits of tourism activities, with emphasis on the specific needs of the indigenous and local communities concerned;

(d) Integration and interrelation with other developments or activities in the same area;

(e) Information and capacity-building;

(f) Poverty alleviation;

(g) Protection of indigenous resources and of access to those resources;

(h) Diversification of economic activities beyond tourism to reduce dependency on tourism;

(i) Prevention of any lasting damage to biological diversity, ecosystems, and natural resources, and of social and cultural damage, and restoration of past damage;

(j) Ensuring the effective participation and involvement of representatives of indigenous and local communities in all aspects of the development, operation and monitoring of tourism activities;

(k) Zoning and control of tourism developments and activities, including licensing and overall targets for and limits to the scale of tourism.

25. In relation to sharing of benefits arising from tourism with indigenous and local communities, it should be noted that benefits may take various forms including job creation, participation in tourism enterprises and projects, direct investment opportunities, and economic linkages to related sectors.

26. The vision and goals will form the basis of national strategies or master plans for sustainable development of tourism in relation to biodiversity. Such plans should also incorporate consideration of biodiversity strategies and plans. In addition, biodiversity strategies and plans should include consideration of tourism issues.

27. Governments will normally coordinate this process at national level. This process may also be undertaken at more local levels by local government, and by communities at community level. Where local and community level vision and goals for tourism and biodiversity have been set, these may be taken into account by governments when preparing the national level vision and goals, for example through workshops at local level.

3. Objectives

28. The objectives focus on actions to implement specific elements of the overall vision and goals, and may include clear targets and the time by which these will be achieved. Targets may be performance-based (e.g., restoration of five kilometres of coastal ecosystems that have been damaged through tourism development) and process-based (e.g., establishment of an operational management system for tourism and biodiversity). As with the vision and goals, it is important to involve and consult with all relevant stakeholders, and especially including indigenous and local communities that are or may be affected by tourism development, in the process for setting objectives.

29. The objectives can include details of areas where tourism development and activities are potential development options, including details of the type and scale of such development and activities that would be acceptable, impact management measures that would be appropriate, etc. in broad terms (with greater detail, as set out in the notification process, being assessed in relation to proposals for tourism development or activities at specific locations).

30. Promotion of potential tourism developments or activities identified in the vision, goals and objectives, to investors may be carried out by governments, or by communities, including indigenous and local communities.

31. Governments may wish to ensure, for example, through national planning frameworks or provision of planning guidance, that tourism development or activities are not undertaken outside those areas set out in the objectives (and recognising that it may not be desirable for all areas for potential tourism development and activities to be made available at once). In addition, before tourism developments and activities proceed, consideration will need to be given as to whether there is a long-term, viable market for them, based on analysis of market conditions and trends.

32. Governments may also wish to consider:

(a) Measures to ensure that sites designated at international level, such as Ramsar or World Heritage Sites or Biosphere Reserves, are accorded appropriate legal recognition at national level;

(b) Establishing reserves based on the biosphere reserve concept and incorporating sustainable-development objectives, generating income and employment opportunities for local communities, and promoting appropriate product development;

(c) Strengthening the protected area network and encouraging their role as key locations for good practice in the management of sustainable tourism and biodiversity, taking into account the full range of protected area categories;

(d) Use of economic policy tools to encourage channelling of part of total tourism revenues towards supporting biodiversity, such as conservation of protected areas, and education and research programmes;

(e) Encouraging private sector to actively support biodiversity conservation for example by tourism enterprises establishing and supporting conservation areas.

33. Governments will normally coordinate this process at national level. This process may also be undertaken at more local levels by local government, and by communities at community level. Where local- and community-level objectives for tourism and biodiversity have been set, these may be taken into account by governments when preparing national level objectives.

4. Review of legislation and control measures

34. Legislation and appropriate regulatory mechanisms and tools, such as land-use planning, environmental assessment and building regulations and environmental, and culturally sustainable, standards for tourism, are essential for the effective implementation of any overall vision, goals, and objectives. A review of legislation and control measures could consider, as appropriate, the legislation and control measures available for implementation of the overall vision, goals and objectives for tourism and biodiversity, their effectiveness, including enforcement, and any gaps that may need to be addressed for example, by revision of, or development of additional, legislation and control measures.

35. The review of legislation and control measures could include, *inter alia*, assessment of the effectiveness of any provisions for land management, access, and/or ownership by communities, especially indigenous and local communities that have traditionally used areas for their livelihoods and cultural purposes; addressing existing collective rights of indigenous and local communities; and for enabling these groups to make decisions about tourism development and activities, amongst other forms of development and activities, in these areas.

36. Legislation and control measures considered could include measures for:

(a) Effective enforcement of existing laws, including promoting the participation of all stakeholders in this;

(b) Approval and licensing process for tourism development and activities (including franchising provisions, and requirements for deposit of bonds against potential damage to biodiversity by tourism developers and/or operators);

(c) Controlling the planning and siting of tourism facilities and infrastructures establishment of sustainable tourism strategies and policies;

(d) Management of tourism in relation to biodiversity and ecosystems, including vulnerable areas;

(e) Application of environmental assessment, including assessment of cumulative impacts and effects on biodiversity, to all proposed tourism developments, and as a tool to develop policies and measure their impacts;

(f) Setting national standards and/or criteria for tourism that are integrated with overall national or regional plans for sustainable development and national biodiversity strategies and action plans;

(vii) Environmental and cultural sustainability guidelines for new and existing tourism development (design, construction and operation);

(viii) Environmental quality and land use criteria in and around touristic sites;

(ix) Development of criteria to limit the density of tourism development within the limits of acceptable change, for example through planning regulations, and especially in relation to tourism development in mass tourism destinations;

(g) Integrated land use management;

(h) Ensuring inter-linkages between tourism and cross-cutting issues including agriculture, coastal zone management, water resources, etc.

(i) Mechanisms to resolve any inconsistencies between policy objectives and/or legislation in a manner that takes into account the interests of all stakeholders;

(j) Application of economic instruments, including tiered user fees, bonds, taxes or levies, for the management of tourism and biodiversity;

(k) Creating incentives for sustainable tourism development in line with the provisions of the Convention on Biological Diversity and Agenda 21 through taxes or other relevant economic mechanisms, taking into account equity issues;

(l) Supporting private sector voluntary initiatives, such as certification schemes, where these address biodiversity conservation.

37. Governments will normally coordinate this process at the national level. It is important to involve and consult with all relevant stakeholders, and especially indigenous and local communities that are or may be affected by tourism development, in the process for reviewing legislation and control measures, assessing their adequacy and effectiveness, and proposing development of new legislation and measures where necessary.

38. Certification schemes for tourism should be consistent with these guidelines.

5. Impact assessment

39. Impact assessment includes assessment of the environmental, social, cultural, economic effects, both positive and negative, of proposed developments. The impacts of tourism development may be spread widely - for example, a hotel may result in significant numbers of visitors at sites that may be many kilometres distant.

40. Governments are encouraged to develop mechanisms for impact assessment with the participation of all stakeholders, including nature conservation bodies, and to ensure effective implementation of existing mechanisms for the approval of the approach, content and scope of impact assessment. Such mechanisms could include the establishment of steering committees with representatives of all stakeholders, including nature conservation bodies, for approval of the approach and content of impact assessment.

41. Comprehensive impact assessments are important for all tourism developments and activities, and include taking into account cumulative effects from multiple development activities of all types, including other tourism developments and activities. Impacts from tourism development and activities to be considered include those at the regional national and local levels.

42. Impact assessments may also be prepared for national and regional tourism strategies.

43. At national level, governments would normally undertake assessment of impacts associated with the overall vision, goals and objectives for tourism and biodiversity. In addition, this process may also be undertaken at more local levels by local government, and by communities at community level.

44. Proposers of tourism developments or activities are normally required to address the potential impacts of their proposals and to provide information on this through a notification process. The information required can include those items of information listed in the section on the notification process (see below).

45. Governments will normally undertake evaluations of the adequacy of impact assessments submitted by proposers of tourism developments or activities. These evaluations will need to be undertaken by an appropriately qualified team, drawing on a range of expertise, including expertise in tourism and in biodiversity management, and also involving those indigenous and local communities that would be affected by the proposals.

46. If the information provided is not sufficient, or the impact assessment inadequate, then further impact assessment studies may need to be undertaken. The proposer may be requested to undertake such studies, or the Government may decide to undertake these studies, and may request funds from the proposer for this purpose, as appropriate. Other stakeholders, including biodiversity managers and communities that may be affected by a proposed development, may also provide their assessments of impacts associated with specific proposals for tourism developments or activities, and provisions may be needed to ensure that any such assessments are taken into account by decision-makers.

47. Indigenous and local communities concerned should be fully involved in impact assessment, which should also recognise the contribution of traditional knowledge in the development, implementation and review of appropriate and effective methodologies and criteria to be used for impact assessment for tourism projects that affect their sacred sites or lands and waters occupied or used by indigenous and local communities

48. Sufficient time should be allowed to ensure that all stakeholders are able to participate effectively in the decision-making process for any project using information provided by the impact assessment. Such information should be provided in forms that are accessible and comprehensible to all the various stakeholders involved.

49. Impacts of tourism in relation to the environment and biological diversity may include:

(a) Use of land and resources for accommodation, tourism facilities and other infrastructure provision, including road networks, airports and seaports;

(b) Extraction and use of building materials (e.g., use of sand from beaches, reef limestone and wood);

(c) Damage to or destruction of ecosystems and habitats, including deforestation, draining of wetlands, and intensified or unsustainable use of land;

(d) Increased risk of erosion;

(e) Disturbance of wild species, disrupting normal behaviour and potentially affecting mortality and reproductive success;

(f) Alterations to habitats and ecosystems;

(g) Risk of fires;

(h) Unsustainable consumption of vegetation and wildlife by tourists (e.g., through picking of plants; or purchase of souvenirs manufactured from wildlife, in particular such endangered species as corals and turtle shells; or through unregulated hunting, shooting and fishing);

(i) Increased risk of introduction of alien species

(j) Intensive water demand from tourism;

(k) Extraction of groundwater;

(l) Deterioration in water quality (freshwater, coastal waters);

(m) Eutrophication of habitats, especially aquatic habitats;

(n) Introduction of pathogens;

(o) Generation, handling and disposal of sewage and waste-water;

(p) Chemical wastes, toxic substances and pollutants;

(q) Solid waste (garbage or rubbish);

(r) Contamination of land, freshwater and seawater resources;

(s) Pollution and production of "greenhouse" gases, resulting from travel by air, road, rail, or sea, at local, national and global levels;

(t) Noise.

50. Socio-economic and cultural impacts related to tourism may include:

(a) Influx of people and social degradation (e.g., Local prostitution, drug abuse, etc.);

(b) Impacts on children and youth;

(c) Vulnerability to the changes in the flow of tourist arrivals which may result in sudden loss of income and jobs in times of downturn;

(d) Impacts on local communities;

(e) Impacts on cultural values;

(f) Inter-generational conflicts and changed gender relationships;

(g) Erosion of traditional practices lifestyles;

(h) Loss of access by indigenous and local communities to their land and resources as well as sacred sites, which are integral to the maintenance of traditional knowledge systems and traditional lifestyles.

51. The potential benefits of tourism may include:

(a) Revenue creation for the maintenance of natural areas;

(b) Contributions to economic development, for example, that may include:

(x) Funding the development of infrastructure and services;

(xi) Providing jobs;

(xii) Providing funds for development or maintenance of sustainable practices;

(xiii) Providing alternative and supplementary ways for communities to receive revenue from biological diversity;

(xiv) Generating incomes.

52. As a minimum, impact assessment should address the impacts, effects and information that are required to be covered in the notification process.

53. Impact assessment should be objective and transparent, and based on recognised standards. It should also include assessment of cultural sustainability.

6. Impact management

54. Impact management is essential to avoid or minimize any potential damage to biodiversity conservation and sustainable use that tourism development or activities might cause. To be sustainable, tourism should be managed within the carrying capacity and limits of acceptable change for ecosystem and sites, and to ensure that tourism activities contribute to the conservation of biodiversity. Tourism should be restricted, and where necessary prevented, in ecologically sensitive areas.

55. Proposals for tourism development or activities may incorporate proposals for impact management, but these may not necessarily be judged sufficient to deal with potential impacts on biodiversity. Therefore all stakeholders, and especially governments which provide overall control over tourism development and activities, will need to consider the various impact management approaches that may be necessary in any given situation. Impact management can include, *inter alia*, measures for the siting of tourism development and activities, including differentiation between the impacts of different types of tourism; and measures to control tourist flows in and around tourist destinations and key sites, to promote appropriate behaviour by tourists so as to minimise their impacts, and to establish limits to numbers of visitors and their impacts within carrying capacity / limits to acceptable change at any site.

56. Qualitative as well as quantitative criteria can be used to assess limits of acceptable change and carrying capacity.

57. Impact management in relation to transboundary ecosystems and migratory species, requires regional cooperation.

58. There is a need to identify those who will be responsible for implementing impact management and the resources that will be required for impact management.

59. Impact management for tourism development and activities can include the adoption of policies, good practices and lessons learned that cover, *inter alia*:

(a) Controlling impacts of major tourist flows including excursions, cruise ships, etc. which can cause serious effects on destinations even though they are visited for only short periods;

(b) Reducing impacts of activities outside touristic areas on adjacent and other ecosystems of importance for tourism (e.g., pollution from nearby farming activities or extractive industries may affect areas of tourism development);

(c) Responsible use of natural resources (e.g., land, soil, energy, water);

(d) Reducing, minimizing and preventing pollution and waste (e.g. solid and liquid waste, emissions to air, transport);

(e) Promoting the design of facilities that are more eco-efficient and which adopt the cleaner production approach;

(f) Conserving plants, animals, ecosystems and protected areas (biodiversity);

(g) Preventing the introduction of alien species as a result of tourism activities, including for example from shipping associated with tourism;

(h) Conserving landscapes, cultural and natural heritage;

(i) Respecting the integrity of local cultures and avoiding negative effects on social structures, and including measures to ensure respect for sacred sites and customary users of these sites, and to prevent negative impacts on them and on lands and waters occupied or used by indigenous and local communities, as well as on their subsistence resources;

(j) Involving, and cooperating with, local communities, including indigenous communities;

(k) Using local products and skills, and providing local employment;

(l) Using environmentally sound technologies, in particular to reduce emissions of carbon dioxide and other greenhouse gases and ozone-depleting substances, as set out in international agreements;

(m) Promoting appropriate behaviour by tourists so as to minimize their adverse impacts, and to promote positive effects through education, interpretation, extension, and other means of awareness raising;

(n) Alignment of marketing strategies and messages with the principles of sustainable tourism;

(o) Contingency plans for handling accidents and emergencies that may occur during construction and use of facilities and which may threaten the environment and the conservation and sustainable use of biodiversity;

(p) Environmental and cultural sustainability audits and review of existing tourism and of the effectiveness with which impact management is being applied to existing tourism;

(q) Mitigation measures for existing impacts, and appropriate funding for these. Such measures should include development and implementation of compensation measures in cases when tourism has resulted in negative environmental, cultural, and socio-economic effects, taking into consideration the Polluter Pays Principle.

60. Governments, in cooperation with biodiversity managers, those communities that would be affected by the proposals, and other stakeholders, would normally assess the need for impact management in addition to any management measures included in the proposals under consideration. All stakeholders should understand the importance of such impact management.

61. The tourism industry can assist in promoting wide implementation of management measures for sustainable tourism and the conservation and sustainable use of biodiversity in relation to tourism. This could include development, by tourism enterprises, of corporate policies on sustainable tourism and biodiversity, with defined goals, and monitoring and reporting publicly on progress on a regular basis.

7. *Decision-making*

62. At this step, decisions will be made concerning approval or otherwise of, *inter alia*:

(a) National strategies and plans for tourism and biodiversity;

(b) Proposals for tourism development and activities at particular locations in relation to biodiversity, which are to be submitted through the notification process;

(c) Adequacy of impact management measures in relation to anticipated impacts from tourism development and activities.

63. Such decisions will be ultimately be taken by Governments (or specific authorities designated by Governments). It is recognized, however, that effective consultation with and participation of the communities and groups affected, including specific input from biodiversity managers, and from indigenous and local communities as well as the private sector in a broad sense, is an important foundation of the decision-making process. Decision makers should consider using multi-stakeholder processes as a tool for this.

64. The decision-making process should be transparent and accountable, and should apply the precautionary principle. Legal mechanisms should be put in place for notification and approval of tourism development proposals and for ensuring implementation of the conditions of approval of development proposals.

65. For proposals for tourism development and activities at particular locations, the proponent will normally be required to provide the information set out in the notification process. This should apply equally to public-sector development and infrastructure projects, as well as to private-sector development. Impact assessment should be a component of any decision-making process.

66. Measures should be taken to ensure full and timely disclosure of project information concerning tourism development proposals. Decision-making should include the prior informed consent of indigenous and local communities affected by projects in order to ensure, *inter alia*, respect for the customs and traditional knowledge, innovations and practices of indigenous and local communities, and adequate funding and technical support should be provided for these groups to participate effectively. A thorough consultation process with the indigenous and local community, based on the availability of all relevant information, is needed as a basis for prior informed consent.

67. Decisions may include a review of the adequacy of information available, that could cover, *inter alia*, baseline information, impact assessment, and information on the proposed tourism development or activity, its nature and size, the type(s) of tourism involved, and information on human settlements and communities that may be affected.

68. In cases where there is not sufficient contextual/baseline information available at the time, or where the overall vision, goals and objectives for tourism and biodiversity have not been developed sufficiently to make a decision, decisions may be deferred pending sufficient information being obtained, and/or completion of overall plans / goals.

69. In making a decision, conditions may be attached to any approvals that may be granted, including conditions regarding management of tourism in relation to avoidance or minimisation of adverse impacts on biodiversity, and for appropriate decommissioning of tourism activities should the development cease. Decision makers may also, as appropriate, request further information from a proposer; defer a decision pending further baseline research by other agencies; or refuse a proposal.

8. Implementation

70. Implementation follows a decision to approve a particular proposal, strategy or plan, and must include full implementation of all conditions that may have been set as conditions for granting of approval. Unless otherwise stated, the developer and/or operator will be responsible for complying with these conditions; and as part of this they can also be required to notify the designated government authority of any failures to comply with conditions attached to an approval, including conditions for decommissioning, and/or of any changes in circumstances, including unforeseen environmental conditions and/or biodiversity issues (e.g., detection of rare or endangered species not recorded in the original proposal and impact assessment).

71. Any revisions or changes to an approved project, including additions and/or variations of activities, must be approved by the designated authorities.

72. Implementation plans should recognize that local communities and other relevant stakeholders may require assistance as actors in implementation of the plan, and should ensure that sufficient resources are available for implementation.

73. Local stakeholders should be given an ongoing opportunity to express their wishes and concerns to those managing tourism facilities and activities. As part of this, clear and adequate information regarding implementation should be provided for review by the stakeholders, in forms that are accessible and comprehensible to them.

74. Governments and designated authorities will need to monitor compliance with, and enforce as necessary, conditions attached to any approval. Communities and other interested stakeholders may also monitoring compliance and report their findings to the designated government authorities.

75. To ensure availability of information on policies, programmes and projects, and their implementation, and to foster exchange of information, for example, through the clearing house mechanism of the Convention on Biological Diversity (which can be accessed through the Convention's website (www.biodiv.org)), and including information on existing and future guidelines.

9. Monitoring

76. Monitoring and surveillance in relation to management of tourism and biodiversity includes, *inter alia*, the following main areas:

(a) Monitoring of implementation of approved tourism developments or activities, and compliance with any conditions attached when approval was granted, and taking appropriate actions in cases of non-compliance;

(b) Monitoring of the impacts of tourism activities on biodiversity and ecosystems, taking appropriate preventative actions as necessary;

(c) Monitoring the impacts of tourism on the surrounding population, especially indigenous and local communities;

(d) Monitoring of general tourism activities and trends (including tour operators, tourism facilities, and tourists flows) in any area, including progress towards sustainable tourism.

77. Developers and operators of tourism facilities and activities may be required to report periodically to designated authorities and to the public, on compliance with conditions set out in approvals, and on the condition of biodiversity and the environment in relation to the tourism facilities and activities for which they are responsible.

78. Prior to commencement of any new tourism development or activities, an inclusive monitoring and reporting system should be put in place, providing for the involvement of indigenous and local communities at all stages including the resulting analysis and decision-making.

79. Indicators to cover all aspects of management of biodiversity and sustainable tourism, including socio-economic and cultural aspects, should be identified and selected at national and tourist destination levels, and should include, but not be limited to, the following:

(a) Conservation of biodiversity;

(b) Generation of income from tourism (long-term and short-term);

(c) Proportion of tourism income retained in the local community;

(d) Effectiveness of multi-stakeholder processes for management of biodiversity and sustainable tourism;

(e) Effectiveness of impact management;

(f) Contribution of tourism to the well-being of the local population;

(g) Visitor impacts and visitor satisfaction.

80. Monitoring and surveillance in relation to biodiversity impacts should include activities undertaken to ensure respect for endangered species under relevant international agreements, prevention of introduction of alien species as a result of tourism activities, compliance with national and international rules concerning access to genetic resources, and prevention of illegal and unauthorised removal of genetic resources.

81. In relation to indigenous and local communities, monitoring and evaluation should include development and use of appropriate tools to monitor and evaluate tourism impacts on the economy of indigenous and local communities, particularly their food and health security, traditional knowledge, practices and customary livelihoods. Use of indicators and early warning systems should be developed as appropriate, taking into account traditional knowledge, innovation and practices of indigenous and local communities, and guidelines developed under the Convention on Biological Diversity relating to traditional knowledge. Measures should also be taken to ensure that indigenous and local communities involved in, or affected by tourism, have the opportunity to be involved effectively in monitoring and evaluation.

82. In addition, certification schemes for tourism activities should include criteria regarding protection of traditional knowledge of indigenous and local communities, and should incorporate indicators of this.

83. Long-term monitoring and assessment is necessary in relation to the impacts of tourism on biodiversity, and will need to take into account the timescale for ecosystem changes to become evident. Some effects may develop quickly, while others may take place more slowly. Long-term monitoring and assessment provides a means for detecting adverse effects that may arise from tourism activities and development in relation to biodiversity, so that action can be taken to control and mitigate such effects.

84. Monitoring of general environmental and biodiversity conditions and trends, as well as tourism trends and impacts, can be undertaken by governments, including designated biodiversity managers. Management measures may need to be adjusted, as appropriate, where adverse impacts on biodiversity and ecosystems are detected. The need for and nature of such adjustments will be based on the results of monitoring, and it is important for these to be determined in dialogue with all relevant stakeholders,

including the developers and/or operators of tourism facilities and activities, communities affected by those facilities and activities, and other interested stakeholders. The monitoring process needs to be multi-stakeholder and transparent.

10. Adaptive management

85. The ecosystem approach requires adaptive management to deal with the complex and dynamic nature of ecosystems and the absence of complete knowledge or understanding of their functioning. Ecosystem processes are often non-linear, and the outcome of such processes often shows time-lags. The result is discontinuities, leading to surprise and uncertainty. Management must be adaptive in order to be able to respond to such uncertainties and contain elements of "learning-by-doing" or research feedback. Measures may need to be taken even when some cause-and-effect relationships are not yet fully established scientifically (decision V/6, annex, paragraph 4, of the Conference of the Parties, on the ecosystem approach).

86. Ecosystem processes and functions are complex and variable. Their level of uncertainty is increased by the interaction with social constructs, which need to be better understood. Therefore, ecosystem management must involve a learning process, which helps to adapt methodologies and practices to the ways in which these systems are being managed and monitored. Adaptive management should also take the precautionary principle fully into account.

87. Implementation programmes should be designed to adjust to the unexpected, rather than to act on the basis of a belief in certainties.

88. Ecosystem management needs to recognize the diversity of social and cultural factors affecting natural-resource use and sustainability.

89. Similarly, there is a need for flexibility in policy-making and implementation. Long-term, inflexible decisions are likely to be inadequate or even destructive. Ecosystem management should be envisaged as a long-term experiment that builds on its results as it progresses. This "learning-by-doing" will also serve as an important source of information to gain knowledge of how best to monitor the results of management and evaluate whether established goals are being attained. In this respect, it would be desirable to establish or strengthen capacities of Parties for monitoring (decision V/6, annex, paragraph 4, of the Conference of the Parties, on the ecosystem approach).

90. Implementing adaptive management in relation to tourism and biodiversity will require the active cooperation of all stakeholders in tourism, and especially those in the private sector, with biodiversity managers. Impacts on biodiversity at a particular location may require rapid curtailment of visits by tourists to prevent further damage, and to allow for recovery, and in the longer-term, may necessitate an overall reduction in tourist flows. It may be possible for tourists to be redirected to less sensitive areas in such cases. In all cases, maintenance of the balance between tourism and biodiversity will require close interaction between tourism managers and biodiversity managers, and appropriate frameworks for management and dialogue are likely to need to be established.

91. Governments, including designated biodiversity managers, in conjunction with all other stakeholders will therefore need to take actions, as appropriate, to address any problems encountered and to keep on track towards agreed goals. This may include changes and additions to conditions set in the original approval, and will require participation of and consultation with the developer and/or operator of the tourism facilities and activities concerned, and with local communities.

92. Adaptive management can also be undertaken by all those who have management control over any specific site, including local government, indigenous and local communities, the private sector, non-governmental organizations and other organizations.

93. Where necessary, legal frameworks may need to be reviewed and amended to support adaptive management, taking into account experience gained.

C. Notification process and information requirements for notification

94. Proposals for tourism development and activities at particular locations in relation to biodiversity, are to be submitted through the notification process

95. The notification process provides the link between proposers of tourism activities and development, and the management process steps outlined above. In particular, the notification process makes specific links to the management process steps for impact assessment and decision-making.

96. Local, regional and national impacts should be taken into account in the notification and approval of projects.

97. Proposers of tourism projects, including government agencies, should provide full and timely advance notice to all stakeholders who may be affected, including indigenous and local communities, of proposed developments through a formal process of prior informed approval.

98. Proposers of tourism development should notify relevant authorities of their plans. Information to be provided as part of the notification could include.

(a) Scale and types of tourism development or activities proposed, including a summary of the proposed project, why and by whom it is proposed, estimated outcomes and possible impacts, and a description of the stages of development and the various structures and stakeholders that may be involved at each stage;

(b) Analysis of market for proposed tourism development or activities, based on market conditions and trends;

(c) Geographical description and location of the site of tourism development or activities, the identity and any special features of the surrounding environments and biodiversity;

(d) Nature and extent of human resource requirements and plans for their procurement;

(e) Identification of various stakeholders involved in or potentially affected by the proposed project - including stakeholders in governmental, non-governmental, and private sectors, and local communities - along with details concerning their participation in and/or consultation on the proposed project during its design, planning, construction and operation;

(f) The perceived roles of local stakeholders in the proposed development;

(g) The various laws and regulations that may be applicable to the specific site, including overviews of existing laws at local, sub-national and national levels, of existing uses and customs, of relevant regional and international conventions or agreements and their status, and cross-boundary agreements or memoranda or understanding (MoUs);

(h) The proximity of the site to human settlements and communities, sites used by people from those settlements and communities as part of their livelihoods and traditional activities, and heritage, cultural or sacred sites;

(i) Any flora, fauna and ecosystems that could be affected by the tourism development or activities, including keystone, rare, endangered or endemic species;

(j) Ecological aspects of the site and its surroundings, including indication of any protected areas; specifications on the ecosystems, habitats, and species; quantitative and qualitative information on the loss of habitats and species: main reasons, trends; and indexing of species;

(k) Training and supervision of personnel carrying out the tourism development or activities;

(l) Likelihood of impacts beyond the immediate area of the tourism development or activities, including transboundary impacts and effects on migratory species;

(m) A description of current environmental and socio-economic conditions;

(n) Expected changes to environmental and socio-economic conditions as a result of the tourism development or activities;

(o) Proposed management measures to avoid or minimize adverse impacts from the tourism development or activities, including verification of their functioning;

(p) Proposed measures for mitigation, decommissioning and compensation in the event of problems arising with the tourism development or activities;

(q) Proposed measures to maximize the local benefits of the tourism development or activities on surrounding human settlements and communities, biodiversity and ecosystems, which may include, but are not limited to:

(xv) Using local products and skills;

(xvi) Employment;

(xvii) Restoration of biodiversity and ecosystems;

(r) Relevant information from any previous tourism development or activities in the region, and on possible cumulative effects;

(s) Relevant information from any previous tourism development or activities by the proposer.

99. Information provided through the notification process should be made public, and public comment invited on all proposal for tourism developments and activities.

100. Categories of responses that Governments may wish to consider making in response to notification of proposals for, and requests for permission to undertake, tourism development, include, *inter alia*:

(a) Approval without conditions;

(b) Approval with conditions;

(c) Request for further information from proposer;

(d) Deferral pending further baseline research by other agencies;

(e) Refusal of the proposal.

101. For example, Governments might decide that there is not sufficient contextual/baseline information available to them at the time, or that they had not developed their overall goals sufficiently to

make a decision. In such cases, all decisions should be deferred pending the obtaining of sufficient information and/or completion of government plans/goals.

D. Public education and awareness-raising

102. Public education and awareness raising campaigns need to be addressed to both the professional sectors and the general public and informing them about the impacts of tourism on biological diversity, and good practices in this area. The private sector, and especially tour operators, could provide information more widely to their clients – the tourists – about tourism and biodiversity issues, and encourage them to conserve, and avoid adverse impact on, biodiversity and cultural patrimony, and to support actions in conformity with these guidelines.

103. Public awareness campaigns will need to be tailored for various audiences, particularly stakeholders including consumers of tourism, developers and tourism operators, that explain the link between cultural diversity and biological diversity.

104. Education and awareness-raising is required at all levels of government. This should include processes for increasing mutual understanding between tourism and environmental ministries – including joint and innovative approaches for dealing with tourism and environmental issues.

105. Awareness should also be increased within and outside governments that vulnerable ecosystems and habitats are often located within lands and waters occupied or used by indigenous and local communities.

106. The tourism sector as a whole, along with tourists should be encouraged to minimize any negative impacts and maximize positive impacts on biodiversity and local cultures associated with their consumption choices and behaviour, for example through codes of ethics.

107. It is also important to raise awareness within the academic sector responsible for training and research on issues regarding the harmonious interaction between biological diversity and sustainable tourism of the role that they can play concerning public education and awareness raising, and capacity-building, on these issues.

108. Initiatives with regard to education and public awareness in the framework of the Convention on Biological Diversity, such as the Global Initiative on Biological Diversity Education and Public Awareness, should include references to the guidelines and to sustainable tourism.

E. Capacity-building

109. Capacity-building activities should aim to develop and strengthen the capacities of governments and all stakeholders to facilitate the effective implementation of these guidelines, and may be necessary at local, national, regional and international levels.

110. Capacity-building activities can include strengthening human resources and institutional capacities; the transfer of know-how; the development of appropriate facilities; and training in relation to biological diversity and sustainable tourism issues, and in impact assessment and impact management techniques.

111. Such activities should include ensuring that local communities are equipped with the necessary decision-making abilities, skills and knowledge in advance of future tourist in-flows, as well as with relevant capacity and training regarding tourism services and environmental protection.

112. Capacity-building activities should include, but not be limited to:

(a) Capacity-building and training to assist all stakeholders, including Governments, and indigenous and local communities, in accessing, analysing and interpreting baseline information, undertaking impact assessments and evaluations, impact management, decision-making, monitoring and adaptive management;

(b) Development or strengthening of mechanisms for impact assessment with the participation of all stakeholders, including for the approval of the approach, content and scope of impact assessment;

(c) Establishment of multi-stakeholder processes involving government departments, tourism sector, non-governmental organizations, indigenous and local communities and other stakeholders;

(d) Training of tourism professions in conservation and biodiversity issues.

113. The delivery of building and technical assistance at the local level could be linked to the development of plans for sustainable tourism and biodiversity management.

114. Information exchange and collaboration regarding sustainable tourism implementation through networking and partnerships between all stakeholders affected by, or involved in tourism, including the private sector, should be encouraged.

Annex II

RECOMMENDATIONS REGARDING FUTURE ACTION TO BE TAKEN IN CONNECTION WITH THE DRAFT GUIDELINES

The participants in the Workshop on Biological Diversity and Tourism held in Santo Domingo, Dominican Republic, from 4 to 7 June 2001, recommend the following actions be taken with respect to the draft guidelines contained in annex I above:

115. These draft guidelines have been developed in accordance with the mandate of decision V/25, which focuses on vulnerable ecosystems and habitats. However, they are appropriate for tourism and biological diversity in all areas. It is therefore recommended that they should be considered for application to all ecosystems, habitats and biological diversity in general.

116. The draft guidelines should be submitted to the endorsement of the Subsidiary Body on Scientific, Technical and Technological Advice of the Convention on Biological Diversity at its seventh session for onward submission to the Commission on Sustainable Development at its tenth session, consistent with decision V/25 of the Conference of the Parties.

117. The document should also be transmitted to the Conference of the Parties to the Convention of Biological Diversity for consideration and formal endorsement at its sixth meeting, in April 2002.

118. The draft guidelines should be submitted to the preparatory process for the World Summit on Ecotourism to be held in Quebec City in May 2002.

119. Reporting on sustainable tourism should be included in national reports under the Convention on Biological Diversity.

120. The guidelines should be demonstrated through the implementation of pilot projects, including new or existing projects. Parties should be actively encouraged to submit to the Secretariat, for further dissemination through the clearing-house mechanism, reports and cases-studies on the findings of such projects, representative locations for which could be based on the following criteria:

(a) *Levels of protection*:

(xviii) Internationally recognized networks of protected areas such as the World Network of Biosphere Reserves, World Heritage sites and Ramsar sites, and national and local systems of protected areas;

(xix) Different categories of protected areas, according to IUCN categories or other systems;

(xx) Locations outside protected areas;

(b) *Levels of tourism development and impact*:

(xxi) Relatively undisturbed natural areas in which local communities (including indigenous and local communities when appropriate) play a significant role, and with low levels of tourism;

(xxii) Established and flourishing tourist destinations;

(xxiii) Over-developed destinations where mass tourism has already produced severe levels of damage, requiring renovation and environmental restoration;

(c) *Types of ecosystem*: A spectrum of relevant terrestrial, including island, coastal and marine, and inland water ecosystems.

121. International organizations should be invited to provide technical and financial assistance in the implementation of the guidelines and to pay due regard to the guidelines when preparing, approving and funding tourism development projects having potential implications on biological diversity.

122. Initiatives with regard to education and public awareness in the framework of the Convention on Biological Diversity, such as the Global Initiative on Biological Diversity Education and Public Awareness, should include references to the guidelines and to sustainable tourism.

123. The Executive Secretary should be requested to make the guidelines available in the form of a booklet in all United Nations languages.

124. Other relevant organizations, such as the World Tourism Organization (WTO/OMT), the United Nations Conference on Trade and Development (UNCTAD), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the United Nations Development Programme (UNDP), the World Bank, the World Trade Organization, and regional development banks, should be invited to take these guidelines into account in undertaking their activities.

125. To be effective in promoting sustainable tourism and biodiversity conservation and sustainable use, implementation of the guidelines will need to be monitored and assessed. Mechanisms for monitoring and assessing compliance with these guidelines should be developed to ensure that tourism is sustainable and respects the requirements of conservation and sustainable use of biological diversity and its components.

126. Based on experienced gained through implementation of these guidelines, and from monitoring, the guidelines could be reviewed and assessed periodically, so as to ensure that they are effective, adequate and conducive to the goals and spirit of this document.

127. Measures by the private sector, covering both businesses and business associations, to support implementation of these guidelines could include: making the guidelines part of their sustainable tourism policies; compiling and publishing regular reports on tourism practices and biodiversity; cooperating actively with Governments to support the development of sustainable practices in tourism planning, infrastructure and biodiversity management; and ensuring that practices in conformity with the guidelines are adopted.